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THE MASTER LAND DEVELOPMENT PLAN

SOUTHERN PINES NORTH CAROLINA




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THE MASTER LAND DEVELOPMENT PLAN



SOUTHERN PINES NORTH CAROLINA



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I. INTRODUCTION

This is the general Land Development Plan for the Southern Pines area. It is the adopted statement of policy and official guide for the future development of the urban community. While the Plan's principal concern is with the future physical development of the area, it is comprehensive in that social and economic factors affect the physical development, and are, in turn, affected by it. The plan has a four dimensional aspect in that it adds the feature of time to the traditional three spatial measurements. The process of planning now for future development of the community may be difficult, but it is only by looking ahead that improvement can be achieved in the condition of man and the urban living environment.

The proposals of the general Land Development Plan are considered both rational and feasible. The Southern Pines municipal officials must rely on the private citizens to follow the basic recommendations of the plan in their individual plans for development projects and building structures. On the other hand, the citizens of Southern Pines are looking to municipal officials for coordinated and intelligent decisions on the location and siting of public buildings, open space, utilities, and roads. The land development plan for the future of Southern Pines is presented in both written and graphic form to serve both groups as a guide in their decision-making.

Urbanized civilization is a comparatively new way of life when one thinks back through history. The problems involved are many and increasing at an astounding rate. A community can only be considered progressive when it attempts, through the planning process, to meet expected or even unforeseen change, and channel it so that a more economic, efficient, and livable urban area results.

Decisions which create or guide urban change must be deliberately and intelligently made before or at least at the time

they are needed by the community. If the decisions are not made, unwisely made or made too late, the public loses the opportunity to develop sound and orderly community resources. Urban land development problems often result from a failure to make wise and timely policy decisions based on rational and unselfish planning.

Community planning and the formulation of the policies concerned with the development of urban land should be carried out in the community through the democratic process. Elected and appointed officials must be aware of the opinions and desires of the people. Their first concern must be with the long range improvement and betterment of environmental conditions affecting the general public. It is the privilege of each citizen to participate in the planning process but, it is also his responsibility to become well informed on the issues and the goals being sought through the planning process.

OBJECTIVES

The citizens of Southern Pines, through its appointed Planning Board, selected various goals to work toward through the planning process. Some of the objectives are general in nature and might well apply to any community. Others are specific and would be applicable only to Southern Pines or the Sandhills region. The goals are presented here as a general guide to assist individuals and organizations interested in the long range planning and development of the Southern Pines community.

- 1) The planning process should provide for land and facility allocations based on continued population increase within the twenty year planning period. The basic assumption would be for a town of about 8,300 people by the year 1985.
- 2) Much of the strength and attractiveness of the Southern Pines community is due to its people and their varied backgrounds and experiences. The planning program should endeavor to encourage this diversity of individuals and families by providing opportunities for pleasant living conditions and a wide range of cultural attractions.
- 3) The aesthetic assets of the Southern Pines area should be recognized as a public trust and treated accordingly. This

generation and those following have a responsibility to preserve and restore the natural beauty of the landscape. If this duty is neglected the future of the community will decline as a tourist resort.

- 4) In order to prevent sprawl and scattered development which is uneconomical to both the municipality and the resident open space should be retained and used as greenbelts around the urbanized area. This procedure will protect drainage areas, conserve watershed basins and add recreational open space while at the same time give a cohesive form to the community and surrounding settlements.

The early acquisition of land for parks and playgrounds at appropriate locations is essential to satisfy the requirements of an expanding population with more leisure time to spend. The cost of buying open land for public purposes will rise considerably in the years ahead as housing, business and industry consume additional amounts of the static supply.

- 5) The comprehensive plan should achieve results in preventing further and reducing existing incompatible mixed land uses in and beyond the community. It is a well established fact that the indiscriminate and unplanned mixture of land use activities lowers property values and causes neighborhood blight in the community.
- 6) The planning of land use and transportation systems must be an integrated process to achieve maximum possible benefit for the public. The location and design of highways and roads must follow a long range thoroughfare plan drafted by engineers and planners and coordinated with anticipated land development. The local citizens and their elected leaders must approve and adopt the preliminary thoroughfare plan together with the State Highway Commission to insure a coordination of goals, priorities, and responsibilities.
- 7) The central business district merchants should take positive steps to keep pace with merchandising practices found in metropolitan cities, in order to encourage residents and tourists to spend a larger proportion of their income in Southern Pines. A vigorous effort should be made to introduce many of the amenities found in shopping centers - plentiful parking, coordinated storefront design, pedestrian areas with benches, fountains, and plantings - into the Southern Pines central business district.
- 8) Extreme discretion must be exercised in the attraction of industrial plants locating in or near Southern Pines. A large park complex is reserved in the Plan that follows for the present and future development of a research oriented industrial campus. It is ideally located adjacent to the town limits between the railroad and the divided bypass,

near five handsome new industries which have already broadened the economic base of the community and provided employment to local residents.

- 9) The long range development program should encourage expansion of visitor accommodations and convention facilities in Southern Pines and Pinehurst. The potential of attracting additional professional and business organization conferences on a year-round basis should be further exploited. Most delegates and their families come from congested cities and would welcome a chance to relax and meet in a delightful small town resort with extensive recreational facilities.
- 10) The Town Council of Southern Pines should give official adoption and steadfast support to the land development plan. The area is rapidly becoming urbanized and sorely requires a comprehensive long range plan to direct the inevitable physical, social, and economic development in an orderly manner.
- 11) Building inspection and housing code enforcement must be strictly enforced as a means of insuring the quality of new construction and the repair or demolition of structures unfit for human habitation. There are many dwelling units within the municipal corporate limits that are substandard in terms of their physical condition, plumbing facilities, or other vital attributes.
- 12) Subdivision review and zoning compliance must be a positive tool in the effectuation of the land development plan for the future development of the urban area. The planning and adjustment boards and the Town Council must seriously evaluate all proposed subdivisions, zoning amendments, requests for variances, etc., keeping in mind the Plan and its objectives.
- 13) The quality of the divided and grade separated bypass bisecting the Town of Southern Pines must not be permitted to be spoiled in a fashion similar to that south of the town. Safety hazards, mixed land uses, a blighted landscape, and a cheap, gaudy "strip" must be avoided if Southern Pines is to maintain its unique character.
- 14) The image of the Southern Pines region as a recreational and retirement resort must continuously be expounded. Excessive influence placed on distracting elements instead of augmenting this asset could eventually destroy the delightful characteristics of the community.
- 15) Plans and studies are significant only if they have an ultimate effect on the efficiency and livability of the communities for which they are prepared. It is therefore important that the residents of the Southern Pines area become aware of the problems and the proposed solutions which have been set forth in this report. Only after the majority of the

people who are active in community improvement endeavors have accepted the comprehensive Plan as their "Image" of what their communities should become will the Plan actually serve its intended purpose.

Much cooperation between residents, civic organizations, and all levels of government is needed if the improvements called for in the Plan are ever to materialize. This report has few absolute answers for the complex individual or collective problems which often hinder the execution of an otherwise workable public or private development plan. The public interest for the longest possible span of time should be the criteria used in making important community development decisions.

IMAGE

The urban planning process in Southern Pines should be deeply concerned with the perceptual aspects of the environment, as well as the social, economic, political and utilitarian features of the community. There is a definite positive or negative aesthetic quality attached to all objects in space either natural or manmade. Obviously, the experience of visual observation will vary greatly depending on the individual's personality and training.

It has been said that beauty is in the eye of the beholder, but this is an entirely oversimplified answer and too often used as an escape from the civic responsibility of improving the deteriorating cityscape. There are many undisputable principles which can easily be relied upon for justification in the process of urban design. Trees and planting offer relief and a positive image while ugly signboards, wrecked automobiles and strangling overhead wires create a definite unpleasant memory in the mind of anyone intent upon enjoying his environment and the vanishing scenic resources of the countryside.

It is exceedingly unfortunate that many people seem to be totally oblivious to the urban or rural space that forever surrounds them. If this were not true, many of the insensitively-produced blighting features would not be permitted to occur.

People can shape the environment, but they are creatures of it and sometimes appear to care little about preserving the best of it until it is too late to take effective action.

SIZE OF THE TOWN

Enlightened residents and leaders alike, whether living inside or beyond the corporate limits of the municipality, are aware there are no simple or absolute answers to the question of when and where to extend the boundary of the town. Certain criteria should remain paramount in the minds of those the individuals placed in the position of leadership in the community and concerned with the possibility of enlarging the present corporate limits of the town:

- a) Does the area proposed to be annexed meet the statutory requirements for annexation set up by the North Carolina General Assembly?
- b) Will the town be able to extend municipal services and utilities to the annexed area without serious financial difficulty?
- c) Will the residents of the area be able to accept annexation without serious financial hardship to themselves?

When a concentration of population occurs in a specific land area augmented governmental services are essential to the health and general welfare of the residents of the total community. Families are similar whether they reside within or beyond the existing political boundaries of the town. People's behavior and activities are quite the same regardless if they live, shop, work or play on either side of the corporate limits. They also require the same sort of facilities and services to which all are entitled. All should share in the financial support of these facilities and services on an equitable basis. The obligation of the town to provide the necessary services at an appropriate level and quality cannot be ignored, either as a legal requirement or as a moral obligation.

Those persons residing or owning property outside the present limits of the town should likewise have representation in

the matters of governmental elections, policies and administration. They must have foreseen ultimate annexation and town citizenship when their decision was made to establish residence in close proximity to the already existing town.

The Southern Pines community has several areas of extensive development beyond the present corporate limits of the town. The capability of these urbanized fringes to contribute enough tax revenue to support the additional governmental services and improvements they will require on a permanent basis should be a carefully considered determining factor in future annexation decisions.

REGIONAL PLANNING

Southern Pines is by no means an isolated town. All urban areas have many complex relationships with a vast area beyond the corporate limits. Southern Pines is a profound example of this complicated phenomena. The tourist and recreational economic base transcends the borders of the state. The medical and educational facilities draw users from several surrounding counties. The manpower resources of the community encompass much long distance commuting. The natural features that make Southern Pines a resort community are found throughout the entire Sandhills region. All these factors point toward the importance of a regional planning effort. This would achieve a more comprehensive unity of approach and long range objectives for all of the local governments in the region. A comprehensive perspective of the land development potentials and the land development problems in the entire Sandhills region is required. This will be even more true in future years.

All of the local governments and communities in the Sandhills area should be a part of a regional planning program for the benefit of all. Only at this level could resource development efforts be truly effective.

II. BASIC FACTORS

In the preparation of a Land Development Plan for any urban area there are certain basic factors that determine the scope and shape of future development. Chief among these factors are the physiography of the area, the present land use pattern, the characteristics of the population, and the present and potential economic base. A brief evaluation of these basic factors is now in order.

PHYSIOGRAPHY

The natural environment has a significant influence on the pattern of development of the urban community. The physical characteristics of the land, water and climate in the region around Southern Pines are factors that have determined the type and intensity of human settlement.

Southern Pines depended on its exhilarating and mild climate to attract new visitors and residents in the early days and still capitalizes upon its warmer winters to attract golfers from all over the Country. The abundance of trees and greenery also help to moderate temperatures during the summer season.

The soil in Southern Pines and the Sandhills area present no obstacle to continued urban land development in the town and region. There are basically two types of soil. Both are extremely sandy and possess suitable characteristics for the normal intensities of urban development.

The topography in the Southern Pines and Sandhills region is a gently undulating system of grades. Most of the slopes are from five to ten percent and well drained. The elevation ranges from under three hundred to over six hundred feet above sea level. The town is situated on Shaw Ridge which is the divide between the northern Cape Fear and southern Lumber River basins.

Drainage creates few problems in the Southern Pines planning region. The rain water soaks into the sandy soil or trickles down the creeks into the many manmade ponds or lakes used for recreation. The undulating topography provides natural drainage channels as well as an unusually interesting terrain. There are no steep grades or flat swamps which would prevent urban development of the land.

The water resources of an area are probably the most significant single factor determining the development potential of any urban community. Southern Pines and vicinity has sufficient ground and surface water sources for intense urbanization and industrial development. However, there will need to be additional storage capacity and filtering facilities in the long range future.

The process of disposing of waste or polluted water is basically handled by a municipal sewer system in town and individual septic tanks in the areas beyond the corporate limits. The septic tank installations work adequately provided there is adequate lot area. The sandy soil is particularly suitable for this purpose, but there must be care given to surrounding properties and the design of the tank and field.

The plant life of the Southern Pines region is a distinguished asset to the landscape and environment of the area. Long leaf pine trees grow quickly in the sandy soil and abundant precipitation. Scrub oaks, magnolia and a few hardwood varieties are native to the ecology. Hollies, azaleas, wisteria and the dogwoods are prolific in their seasonal blooming. Many varieties of grasses flourish and contribute to summer and winter lawns both around the town houses and on the golf courses in the area.

Indeed, Southern Pines and vicinity has an extremely desirable quality in terms of the physical environment. The climate, water, soil and landscape are all quite beneficial for continued growth and provide delightful living conditions for present and

future residents. The natural resources of water, gentle slopes, absorbant sandy soils and ground cover materials insure the vital necessities of water, drainage, and land stability for the foreseeable future.

EXISTING LAND USE¹

The activities which occupy space in the planning area are known as land uses and may be classified into functional groups for analysis. The gathering of this data through field survey, presentation of the findings on a generalized map provides a realistic base from which a future guide for orderly land development can be extrapolated. The development objectives and existing land uses can merge and compromise into a practical long range land development plan. The Southern Pines land use survey and analysis of information used land use categories of residential, commercial, industrial, public recreational, transportation and open space together with further subclassifications.

The area within the corporate limits is currently just over one-half developed for urban purposes, however, much of the remaining is committed for use or being preserved by the present owner. Single family residential uses occupy nearly one-half of the developed area or one-fourth of the town. Residences use up only about a twentieth of the space in the fringe area between the town limits and a line one mile beyond those limits.

Commercial uses total less than two percent within the town limits and one percent in the fringe area. However, the outlying commercial uses typically are not well located or concentrated for convenient shopping, working or services in terms of transportation efficiency or design criteria.

¹For a fuller discussion of existing land uses in the Southern Pines planning area see The Land Use Analysis, September 1966.

The location and intensity of industrial land uses are critically important to the economy and environment, yet in Southern Pines the plants occupy much less than one percent of the land. The primary area for future industrial site selection is the established industrial park adjacent to railroad and by-pass with available utilities and beyond the town limits.

Public and recreational land uses account for over fifteen percent of the area within town and over five percent beyond and including the municipality. This category consists of schools, parks, public buildings, the college, cemeteries, the preserve, hospitals and golf courses.

The transportation land uses are vital to the functioning of the community and include the rights-of-way for highways and roads, railroad tracks, airport properties and off-street parking. About ten percent of the total land in town is devoted to these purposes. In the one mile planning area the figure is roughly five percent.

Almost one-half of the town proper is in open space or undeveloped land. Nearly one percent of all area is in lakes and creeks. Agricultural use account for only two to three percent of the total, but horse farms and hunt country occupies at least one-eighth of the planning area. Over one-half the total landscape on the land use map is pine woodlands, and four-fifths could be classified as open space.

Southern Pines is in an enviable position regarding land uses and the majority of structural improvements. There exists a high proportion of space devoted to recreation, cultural and conservation uses within and beyond the town. However, there are also some dangerous problems indicated which might destroy the existing amenities.

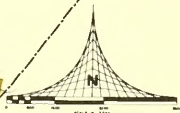
According to the 1960 Census of Housing over one-half the residential structure inventory was physically deteriorating or



EXISTING
GENERALIZED
LAND USE MAP



- SINGLE RESIDENTIAL
- MULTI-RESIDENTIAL
- SERVICES & OFFICES
- RETAIL TRADE
- INDUSTRIAL
- WATER
- RECREATIONAL & PUBLIC



SOUTHERN PINES
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dilapidated.¹ The remaining half was classified as physically sound, but 8.9% of these lacked some or all sanitary plumbing fixtures. Over thirty-five percent was termed as deteriorating and lacked facilities, however, most of this group could be restored to an acceptable condition by repairs. The last fifteen percent was beyond repair in terms of economic feasibility.

Other significant blighting conditions are evident in numerous instances of incompatible mixed land uses, ugly and tasteless advertising signs, poorly laid out subdivisions and many wrecked automobiles stranded on the owner's residential property.

POPULATION²

The major influence in the quality of the environment of the community is the characteristics of the citizens residing there. The population of Southern Pines and vicinity has been analyzed in terms of age distribution, national origin, mobility patterns, occupation group, employment classification, family income, education completed and demographic trends.

Obviously, Southern Pines as a recreational resort community has a higher ratio of retired persons, one out of every eight people is over sixty-five years of age. Over three in every ten are school children in Southern Pines. The median age in 1960 was an average of 28.8 years. There are more females than males in each age group as is true for virtually all towns. The average age male is 25.8 and 31.8 for the females.

Southern Pines has an extreme range in education from the illiterate to the learned. In 1960 about five percent held a college degree, but at least an equal amount did not possess the skills of reading and writing. The new Community College is

¹Dilapidated structures are those that simply do not provide safe and sanitary housing for the occupants. In most cases these are beyond repair.

²For fuller discussion of the characteristics of the Southern Pines population, see Population and Economic Study, Southern Pines, N.C., 1966.

currently providing courses for the young and the adult who in turn will teach basic knowledge courses and cultural enrichment programs.

Closely related to the education of the population is the income of the family. Again, there is a tremendous gap existing in the community between poverty and wealth. The per capita figures are higher than the rest of the state, but still below the national average and a decent standard of living for each and every citizen.

Many people residing in the Southern Pines area enjoy a cultured and leisurely way of life, quite often at a personal and financial sacrifice. The community is a delightful oasis in the midst of a depressed area. Long distance commuting patterns and the mobility trends of migration and immigration depict extensive travel and rapid relocation. Southern Pines is widely known as a desirable place to live, socialize, and pursue a meaningful life.

The Southern Pines population has grown tenfold in the past six decades. Increases have been steady except for the tremendous expansion of the twenties and a lack of increase during the depression years. The 1960 census data recorded a total population of 5,198 within the municipal limits of Southern Pines. However, the planning process must consider a more comprehensive area for future land use development. Within the planning period of twenty years, town annexations should logically occur and thereby increase the physical area as well as the population of the town.

Citizens and leaders must think toward the future quantity and quality of the community and its environment by anticipating a twenty year population increase of one-half the current total, and twice the current population total by the turn of the century. However, this "target" population increase should only be achieved if the existing level of governmental services and private and public recreational facilities can be maintained and expanded, thus maintaining the image of Southern Pines as the mid-south resort.

ECONOMY¹

Southern Pines has always been a community which in terms of economic base analysis would be classified as "specialty city." Although it is not a city, it is a village supported largely by recreational activities. Business establishments cater to the tourist and the fulfillment of his needs. Predominantly, the golf and horse activities promote the Southern Pines-Pinehurst area as an attraction that has won international acclaim.

The early planned winter retreat was advertised to northerners as a health spa for respiratory ailments. Many visitors stayed on and established golf courses and horse tracks in the suitable sandy soil. The climate and landscape have certainly added immeasurably to the growth and development of the economy and physical environment. The resourcefulness and insight of many past and present citizens have brought about significant expansions in the recreational and various related business concerns.

The tourists arriving from other states outnumber those from North Carolina by at least ten to one. Most come from the New England or eastern coast states, but many are from the North, the Mid-west and Canada. Foreign countries are providing an increasing number of visitors each year.

The eleven surrounding golf courses are literally saturated with golfers and tournaments during the winter season. There is reportedly over twenty-five million dollars worth of horses stabled in the area during this time. The training, shows, hunts, trials, gymkhanas, and riding all contribute to the economic base of the community. The golf greens and hunt country has always provided substantial open spaces to the community. The land development plan must preserve and encourage these activities and land uses to their fullest extent.

¹For a fuller discussion of the Southern Pines economy, see Population and Economic Study, Southern Pines, N.C., 1966.

There has been a trend to broaden the economic base of Southern Pines by attracting desirable industry. A half dozen new plants have been established in the past decade that provide employment and benefit the total economy. So far, this action has been successful without apparently destroying any of the recreational or cultural attributes of the community. Tourist accommodations have continued to be constructed to satisfy the rising demand. Approximately fifteen hundred rooms are available in Southern Pines and Pinehurst combined. There are a half dozen country clubs and at least twice that many churches.

Retail sales of selected services, mainly in the travel and recreation industries, has increased by nearly one half in less than the past decade. Employment in the town has been stable and the unemployment rate, at 4%, averages well below the state and nation. There is a healthy diversity in the occupational categories found in Southern Pines. Professionals are moving in at a rapid rate, while the domestic and semiskilled labor force remains on.

III. LAND DEVELOPMENT PLAN

The land development plan discussed and graphically presented in this chapter is basically a proposed guide for the future urban development of Southern Pines. It is based upon existing conditions, local traditions and desires, and basic urban planning techniques. The development plan consists of two major parts: the land use plan and the thoroughfare plan. The land use plan is a proposal for the future use of the land in the planning area of Southern Pines. The thoroughfare plan is a proposal outlining major street improvements needed for improving traffic circulation in the general region of the land plan.

The plan is formulated for a "planning period" of approximately twenty years. This time span was selected as it is sufficiently long that most of the potential land development problems can be anticipated and steps taken to avoid the problems before they develop. The period is sufficiently short that most elements of the plan can be initiated and completed by active civic-minded citizens now interested in improving the comprehensive community.

THE THOROUGHFARE PLAN

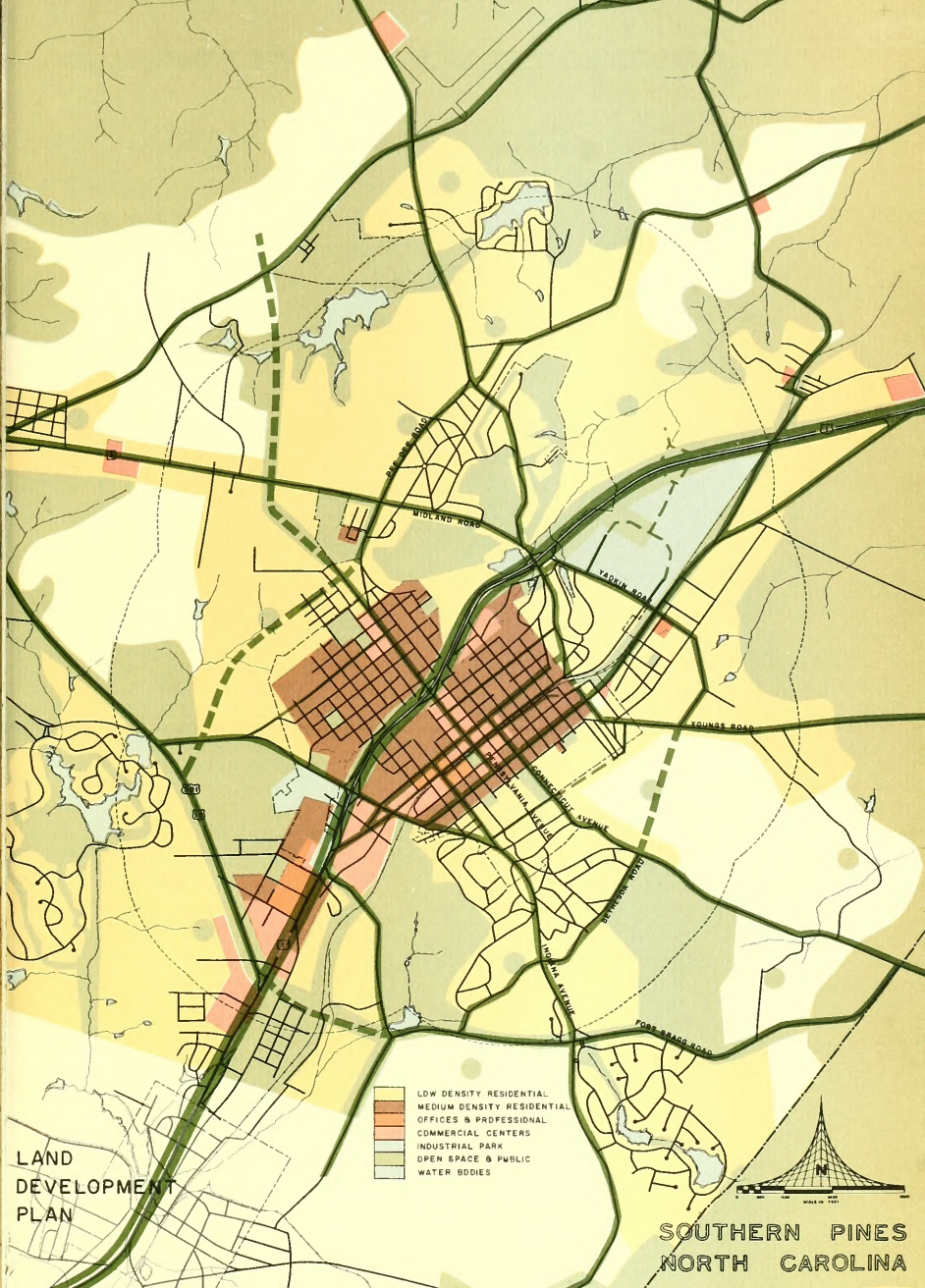
The General Statutes of North Carolina requires that each municipality, with the cooperation of the State Highway Commission, develop a comprehensive plan for a street system that will serve present and anticipated volumes of vehicular traffic in and around the municipality. The plan shall be based on the best information available including population growth, economic conditions, and patterns of land development in and around the municipality, and shall provide for the safe and effective use of streets and highways through such means as parking regulations, signal systems, and traffic signs, markings and other devices. After completion and analysis of the plan, the plan may be adopted by both the governing body of the municipality and the Highway Commission as the basis for future street and highway improvements in and around the municipality. As a part of the plan, the governing body of

the municipality and the Highway Commission shall reach an agreement as to which of the existing and proposed streets and highways will be a part of the State Highway System and which streets will be a part of the municipal street system. The General Statutes also provide that either the municipality or the Highway Commission may propose changes in the plan at any time by giving notice to the other party, but no change shall be effective until it is adopted by both the Commission and the Town Council.

There are many and varied benefits to be derived from thoroughfare planning, but the primary objective is to enable the urban street system to be progressively developed in a manner which will adequately serve anticipated future travel demands. In addition, the thoroughfare plan should embody those details of good urban planning necessary to produce a pleasing and efficient urban community. The location of present and future population and the resultant land use pattern affects major street and highway locations; and conversely, the location of major streets and highways within the urban area will influence the urban development pattern. This interaction requires that the thoroughfare plan be compatible with other components of the urban planning and development program.

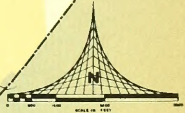
Since the transportation system is permanent and expensive to build and maintain, much care and foresight are needed in its development. Thoroughfare planning is the process used by public officials to assure the development of the most logical and appropriate street system to meet existing and future travel desires within the urban area. The major steps involved in the thoroughfare planning process are:

- Collecting data relative to present travel desires,
- Predicting future travel desires,
- Evaluating the adequacy of the existing street system,
- Devising the system plan, assuring compatibility with the existing and proposed land uses,
- Developing appropriate construction priorities, and,
- Construction of the recommended improvements.

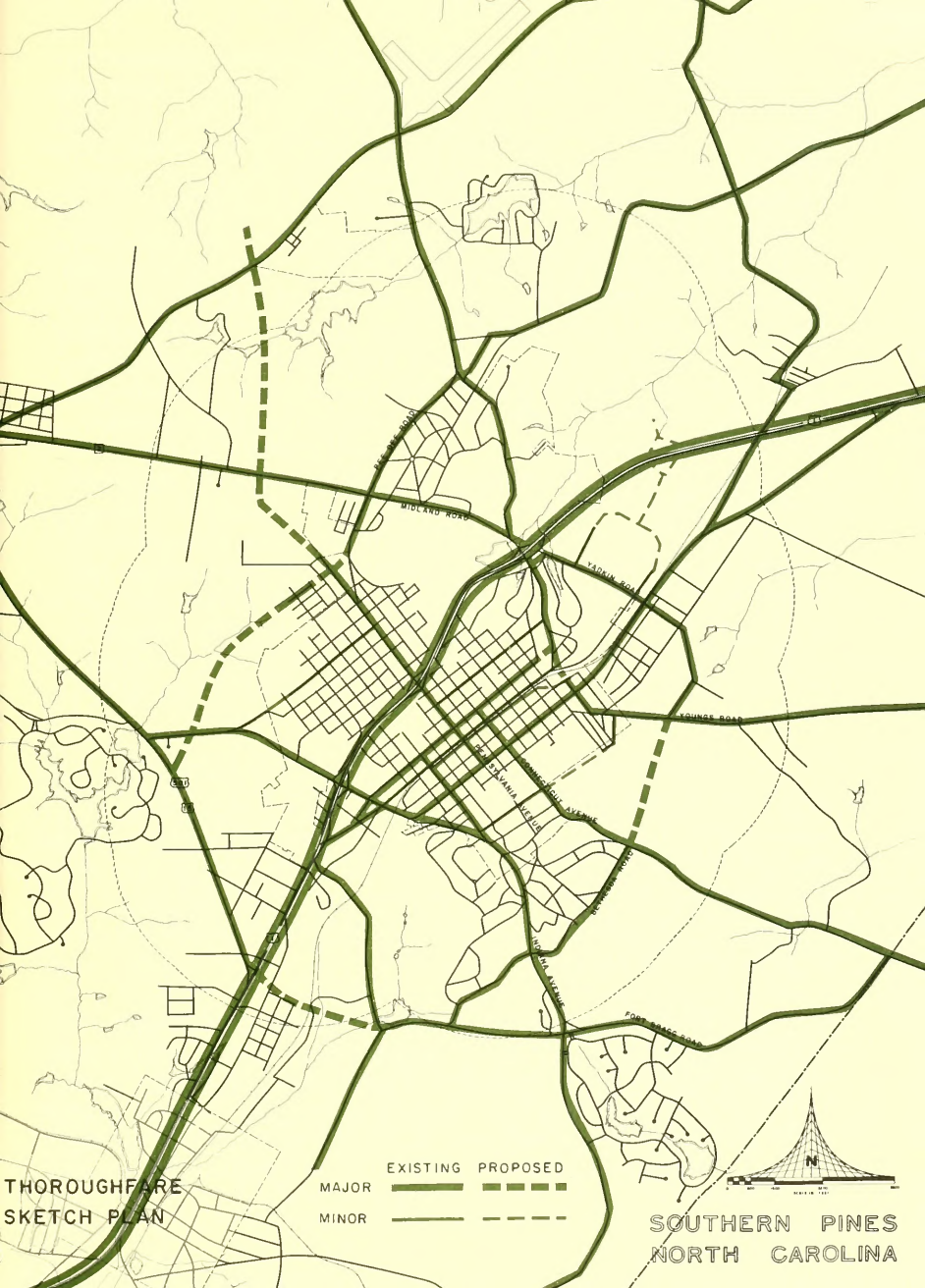


LAND
DEVELOPMENT
PLAN

- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- OFFICES & PROFESSIONAL
- COMMERCIAL CENTERS
- INDUSTRIAL PARK
- OPEN SPACE & PUBLIC
- WATER BODIES

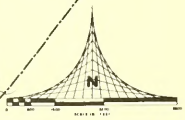


SOUTHERN PINES
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THOROUGHFARE
SKETCH PLAN

	EXISTING	PROPOSED
MAJOR		
MINOR		



SOUTHERN PINES
NORTH CAROLINA

Major benefits to be derived from thoroughfare planning are: a minimum amount of land will be required for transportation purposes and that each street can be designed for a particular purpose which leads to orderly traffic and land use patterns. Because each street is designed for a particular purpose, a substantial savings can be realized in street construction programs and street maintenance costs. Local citizens will know which streets will be developed as major thoroughfares and thus will have assurance that their residential street will not one day become a major traffic carrier. Land developers will be able to design subdivisions so that subdivision streets will function in a nonconflicting manner with the overall plan. Municipal officials will know when improvements will be needed and can schedule funds accordingly. Institutional, recreational, commercial and industrial interests can locate their facilities in desirable places with knowledge of land use and street system stability. By understanding the thoroughfare plan and realizing where and approximately when necessary street widening and construction will occur, much can be done to eliminate the damage to property values and community appearance that is sometimes associated with major street widening and construction. For instance, new buildings and new tree plantings can be located so as to permit future street construction without damage to the buildings or trees.

The primary function of streets is to carry traffic but they must also satisfy service and parking in most cases. When all these activities are combined they are theoretically incompatible. The conflict is not serious if both traffic and land service demand are low. But when traffic volumes are high, conflicts created by uncontrolled and intensely used abutting property result in intolerable traffic congestion.

The underlying concept of the thoroughfare plan is that it provides a functional system of streets which permits travel from origins to destinations with directness, ease, and safety. Different streets in the system are designed and called on to perform specific functions, thus minimizing the traffic and land service conflict. Streets can be categorized as to function and standards applied.

Residential streets provide access to abutting residential property. They are not intended to carry heavy volumes of traffic and should be located in such a way that only traffic with origins or destinations on these streets will use them. Through traffic movements should be discouraged by designing them as loops or cul-de-sac (dead end streets with turnarounds). In older sections of the town where a gridiron street exists, discouraging through traffic from using residential streets is more difficult. However, this may be accomplished by closing one end of a street or by using stop signs at intersections to increase resistance to through traffic movement. Residential streets should have two traffic lanes and may have parking on one or both sides. They should have a right-of-way of 60 feet.

Commercial streets provide access to abutting commercial property. They permit traffic to circulate in commercial areas and to reach parking facilities near their desired destinations. These streets should have sufficient width to provide two traffic lanes; and, if on-street parking is permitted, sufficient width for parking operation lanes and parking spaces. If a commercial street is used as a thoroughfare, additional traffic lanes may be required.

Industrial streets provide access to abutting industrial development. They usually have a higher percentage of truck traffic and loading and unloading may take place on the street. Two traffic lanes should be provided with additional street width for the other purposes the road must serve. A right-of-way of 60 feet is mandatory. Industrial traffic must never be permitted driveway access to bypass, or grade separated or divided highway rights-of-way.

Minor thoroughfares are important in the system and perform the function of collecting traffic from residential, commercial, or industrial streets and carrying it to the major thoroughfare system. They may be used to supplement the major thoroughfare

system by facilitating a minor through traffic movement and may also serve abutting property. Minor thoroughfares should be designed to serve only a limited area to prevent their development as major thoroughfares. Two or four traffic lanes may be required, depending upon traffic volumes, and parking may be permitted on both sides. Right-of-way width will depend on street width but should not be less than 50 feet.

Major thoroughfares are the heavy traffic carriers of the urban area. Their function is to move intracity and intercity traffic. The streets which comprise the major thoroughfare system should not serve abutting property as their paramount function is to carry traffic. They must not be bordered by any unplanned strip development. Such development significantly lowers the capacity of the thoroughfare to carry traffic and each driveway is a definite safety hazard and an impediment to traffic flow. Major thoroughfares may range from a two lane street carrying a moderate traffic volume to major expressways with four or more traffic lanes. Parking should not be permitted on major thoroughfares. Rights-of-way will vary depending upon design requirements.

A coordinated system of thoroughfares forms the basic framework of the urban street system. A major thoroughfare system which is most adaptable to desired lines of travel within an urban area and that permits movements between various areas of the town with maximum directness is the radial loop system.

The radial streets provide for traffic movement between points located in the outskirts of the town and the central area. If all radial streets crossed in the central area, an intolerable congestion problem would result. To avoid this problem, it is necessary to have a system of crosstown streets which forms a loop around the central business district. These streets route traffic along the border of the central area as it moves from origins on one side to destinations on the other. The effect of

a good crosstown system is to free the central area of crosstown traffic, thus permitting the central area to better function in its role as a pedestrian shopping area.

Loop streets move traffic between suburban areas of the town. Although a loop may completely encircle the town, a typical trip may be from an origin near a radial thoroughfare to a destination near another radial thoroughfare. There may be one or more loops, depending on the size of the urban area, and they are generally spaced one-half mile to one mile apart, depending on the intensity of land use.

A bypass is designed to carry traffic through or around the urban area, thus providing relief to the street system by removing from it traffic which has no desire to be in the town. The general effect of bypasses is to expedite the movement of through traffic and to improve traffic conditions within the town by freeing the local streets for use by shopping and home-to-work traffic.

This description of a thoroughfare system reflects an ideal situation. In actual practice, thoroughfare planning is done for an established urban area and based on anticipated future development. Compromises must be made due to the many factors that affect major street locations in a given area. It is also necessary that the existing street system, which represents a substantial monetary investment, be used to maximum advantage. Throughout the process, it is necessary from a practical viewpoint that certain principles be followed as closely as feasible. Obviously, streets cannot be provided along a direct alignment for each trip movement. It is necessary that these trip desires be determined and thoroughly analyzed. The plan should be designed to accommodate a large portion of all major traffic movements on a relatively few streets.

Transportation planning dictates that definite consideration be given to urban development potential beyond the current planning period. Particularly in outlying or sparsely developed areas

which have development potential, it is necessary to designate thoroughfares on a long range planning basis to protect rights-of-way for future thoroughfare development.

The thoroughfare plan should be periodically reviewed and needed changes made to insure that the plan is kept up-to-date and remains a useful tool.

The width required on a thoroughfare is dependent upon anticipated future traffic volumes and level of traffic service to be provided. The particular cross section selected for a thoroughfare must be determined separately and variations in the typical width may be necessary or desirable due to individual circumstances. For example, it may be necessary to add turn lanes at major intersections, provide emergency breakdown lanes, or use a reduced width travel lane.

SPECIFIC RECOMMENDATIONS

A recommended thoroughfare plan for the Southern Pines Planning area was cooperatively developed by the planning staff of the Division of Community Planning and Advance Planning Department, N.C. Highway Commission. After study and approval by the Southern Pines Planning Board, it was adopted by the Town Council (June 14, 1966) and the N.C. State Highway Commission (June 30, 1966). Major thoroughfare construction proposed on this Plan is as follows:

1. The extension of Bethesda Road to connect with Yadkin Road at Youngs Road. Yadkin and Bethesda Roads will then constitute a loop road around the east side of town.
2. The extension of Fort Bragg Road from its present intersection with Magnolia Drive across the Seaboard Airline Railroad to a new intersection with U.S. 1-15-501.
3. The construction of an intersection connecting PeeDee Road with Pine Street, and the extension of Pine Street to an intersection with Morganton Road and U.S. 15-501. This segment, along with the two above, will complete a loop road around Southern Pines which will help relieve congestion in the center of town caused by people attempting to get from one side of town to the other.

4. The extension of Pennsylvania Avenue north of town, across Midland Road to an intersection with SR 1843 just west of the Sandhills Community College campus. This road can also be aligned to provide a scenic view of the length of the Town Reservoir.

Now that the Thoroughfare Plan has been prepared and adopted it is necessary for the town and Highway Commission to agree on their mutual responsibilities in the purchase of right-of-way and construction of the various segments of the Plan.

THE LAND USE PLAN

The land use plan was prepared using primarily locational standards for determining the most appropriate locations for residential, business, industrial, and social and cultural uses in the Southern Pines planning area. It is not anticipated that the demand for urban land will be of such degree that all the proposed areas will be fully developed within the planning period.

LAND USE PLAN AND STANDARDS

Following is a listing of the major locational standards used in preparing the land use plan. More detailed locational standards are presented for each of the use categories discussed.

1. New urban development should be encouraged in those areas contiguous with existing development.
2. Social and cultural uses, including schools, churches and parks should be located near the geographic center of the area they serve.
3. Adjoining land uses should be compatible and where necessary landscape buffers should be provided to reduce adverse effects of mixed land uses.
4. Large, traffic-generating land uses, such as industries, should be located adjacent to major thoroughfares; off-street parking facilities should be provided.
5. Primary retail business uses should be located only in the central business district or in a planned commercial shopping center.
6. Linear development of business uses along public rights-of-way should be prohibited.

7. Unpleasant noise, smoke, and odor-producing uses should not be permitted in the community or the urban area.
8. All community facility sites should be coordinated and conform to the long range land use and thoroughfare plans.

The quantity of land that will be required for future urban uses has been estimated on the basis of existing land uses, population projections and long range development assumptions related to the economy and social forces. Approximately one thousand acres of land will be needed to accommodate the population and development projected for the Southern Pines planning area within the twenty year period ahead. This would mean a total of roughly three thousand acres for the comprehensively urbanized community. The commercial and industrial land classifications have been substantially increased (to provide for a variety of sites) and the transportation, public and conservation categories enlarged proportionately to compensate for past inadequacies.

Some of the future land development shall occur in vacant areas presently within the corporate limits. However, the scattered and vacant lots in the older developed neighborhoods will not be utilized as rapidly as new subdivisions will occur in the outlying undeveloped areas. By far the majority of space required by future and redistributed population and facilities will be outside the present restrictive town limits. However, regardless of the location of the somewhat arbitrary political boundaries and subdivision projects only the more compact neighborhood developments should be encouraged. This policy by municipal government will minimize the expensive financial outlay required to provide services to scattered sites.

The entire Southern Pines Planning Area may not be developed as intensively during the planning period as it is presented in the land use plan. However, the general concept and principles embodied therein should remain as they are proposed in the plan. For example, the areas proposed for certain land use will not be developed for many years, but they should be protected for this

development by zoning. Areas where a mixture of land uses exist may continue for many years; however, the governmental policies must encourage their eventual elimination thereby reducing incompatible uses.

The general plan covers a long period of time, and since the communities are continually changing, the plan will be affected by some conditions which have not been anticipated. When circumstances warrant, the plan might be modified by the Planning Board and Town Council provided that the changes made are consistent with the objectives and principles contained in the plan and are preceded by a careful study of the individual situation and a consideration of the public interest in the particular situation.

LAND USE PLAN REQUIREMENTS

Introduction - The main criterion for arrangement of land uses on the Land Development Plan for Southern Pines and its environs was locational - optimum arrangement of land uses in relation to each other for the ideal total development of the area. Thus, it is total ideal ultimate development, rather than simply the land required for the development expected in the next twenty years, that is shown on the plan. This scheme provides more of a goal to shoot for than an idea of the form land development will have twenty years from now.

To supplement the land development plan, Tables 1, 2 and 3 have been prepared to show the projections for land use in the planning area in 1985. Following the tables are justifications for these assumptions. As a guideline, it is recommended that development be concentrated in the areas close to those presently settled rather than in outlying areas. This action will provide residents, business, and industry with a more cohesive and cogent land use arrangement, efficiently served by municipal facilities. The areas farther away from settlement - those that do not develop immediately - will be protected for the kind of development planned for them by the zoning ordinance.

Street acreage has not been projected, as the thoroughfare plan was determined by other criteria. Acreages have been projected for the Town of Southern Pines and for the one mile beyond its present corporate limits. Table 3 shows the total projected land use as depicted on the plan. This table gives an idea of the total acreage to be devoted to all uses in the horizon year - at the time when Southern Pines and environs have been ideally and totally settled. Where boundaries are not totally contained within the area shown on the map, no measurement was made, as the measurement of a partial area would be meaningless. However, where there are areas definitely delineated beyond the one mile boundary, the figures were included in the totals.

RESIDENTIAL LAND

In estimating future residential land requirements for Southern Pines, one very important group must be considered separately. It was established in the population and economy section of this report that one of every eight people presently residing in Southern Pines is over 65 years of age. If this group made up the same proportion of the 1985 projected population; their numbers would amount to 1,037. Assuming that Southern Pines' reputation as a retirement center will continue to grow, the proportion of residents over 65 years of age should also show an increase. Thus, it is assumed that by the year 1985 there will be at least 2,500 people of this age group residing in Southern Pines. This is an addition of about 1,900 to the 1960 population of this group.

Although the average population per household in Southern Pines in 1960 was 3.13, it is assumed that this figure is much too high to apply to the age group under discussion. Retired people seldom live in large family groupings. The usual configuration is that of a couple or of one person; thus, for the purposes of this allocation of acreage, the population per household has been reduced to 2.0.

Because, due to lessened maintenance and a lighter burden of housework in addition to the ability to live close to the center of town, retired people generally seem to prefer apartment living, it is assumed that at least 80% of this group, or approximately 1,500 people occupying 750 dwelling units will choose apartment living. (These apartments will vary in degree of luxury and monthly rent). Because the zoning ordinance specifies space requirements for multi-family dwelling units in its RM section (10,000 square feet for the first dwelling unit, 2,000 square feet for each additional unit), acreage for this type of unit for the retired is projected at about 37 additional acres (assuming ten apartment developments of 10,000 square feet for each first dwelling unit and 2,000 square feet for each of 100 additional units per development).

The remaining 400 people, it is assumed, will live in single family structures (the zoning ordinance specifies these in its RS section as 20,000 square feet each.) Two-hundred single family dwelling units would account for approximately 93 additional acres.

In the economic section of this report it was stated that the 1960 U.S. Census estimated that 44% of the families in Southern Pines have incomes of less than \$3,000.00 per year. If this trend continues, it is obvious that of the additional population expected between 1965 and 1985, less than half will be able to afford homes on lots a minimum of 20,000 square feet in size. It is assumed for the purposes of land allocation that half of the population left after consideration of those age 65 and over will live in apartments.

Again, the population per household figure must be altered, for the population 65 years of age and over, whose families are generally smaller has already been considered. Those remaining to be considered will have proportionately larger populations per household. A figure of 3.50 people per household is assumed for these remaining people.

Approximately 170 additional inexpensive apartments have been projected for the use of these people (approximately 600, or 170 families) who will not be able to afford the large single family lots required by the zoning ordinance. This will account for approximately 9 acres, assuming three apartment complexes of 10,000 initial square feet, plus 2,000 square feet for each additional unit of which 60 are projected in each development. It is assumed that the remaining families of the additional population predicted for Southern Pines will reside in single family structures on 20,000 square foot lots. This settlement will account for approximately 80 acres.

There are also other variables to be taken into consideration. There are 296 dilapidated houses currently existing in Southern Pines. These houses must be replaced in order to provide safe and sanitary shelter. If the dilapidated buildings are now located on lots termed nonconforming (because of inadequate size) by the zoning ordinance, new houses cannot be built in their place unless the lot size is increased. If these houses are not, on the other hand, replaced, there will be an insufficient supply of housing to accommodate the people now living in Southern Pines. In 1960 there were 131 vacant structures for rent or sale in Southern Pines according to the U.S. Census, and an additional 150 "other vacant" (census term) dwellings, and it may be argued that a great majority of these are also dilapidated and are not being used as residences and that, therefore, their replacement is not necessary. This reasoning is at least partially fallacious, however, for in all towns and cities there is a vacancy rate caused by a certain degree of mobility. To plan for housing as if each house were at all times sheltering a family, would be very unrealistic. "Other" vacant dwellings categorized in the census are those which are seasonal, units held for occasional use, or units not on the market for some reason or other. In other words, none of these 150 "other vacant" dwellings is part of the available housing stock.

For the purposes of land allocation, it is assumed that all of the dilapidated houses counted as such must be replaced in order to provide an adequate supply of residences. It is probable that these dilapidated housing units are used by those whose incomes prevent them from purchasing proper housing. Therefore, the replacement for this dilapidated housing will probably be found in public housing. It is impossible to predict the acreage that will be used; for public housing projects, because of their physical arrangement, are not subject to the regulations of the zoning ordinance.

It is common to add into the figure of new houses needed a 5% figure for losses to housing stock due to disaster, and a 4% figure due to vacancy. It is quite probable, however, that dwellings that are destroyed will be rebuilt on the same lot; and the fact that a suitable vacancy factor already exists and has been built into the figures for new dwellings makes it unnecessary to allocate additional acreage for this item.

Predicting 20 year development for the one mile unincorporated area - a rather amorphous area - is a bit more difficult than doing so for the town - although development desired by the town and those residing outside of it can be attained through the use of the zoning ordinance and map. This is what has been done in Southern Pines. Deciding how much of it will be developed, and in what use, by 1985 is a more difficult task because there are no past trends to study in this area; and, while it is not expected that it will develop in a manner exactly similar to the town, it will also not develop in a manner exactly similar to the rural areas. It has elements of both. The best that can be done is to make reasoned assumptions based on the information available.

Future residential development in the one mile unincorporated area will be restricted to horse farms (200,000 square feet minimum in size), large residential establishments (a minimum of

20,000 square feet in the RS area and a minimum of 40,000 in the RA area) and approximately 16 acres of multiple housing. These areas are designated on the zoning map.

To estimate the current population of the one mile unincorporated area, the first step is to ascertain the existing number of residences. These were counted at 821 during the housing survey conducted by the Division of Community Planning. From this count and an estimate of population per household, an estimate of current population in this area was made.

The population per household average in Southern Pines is 3.13. For Moore County, it is 3.65. The reason for larger families beyond the incorporated area is not, as it is in some locales, that there is a larger percentage of nonwhites (who normally have larger families) outside of the corporate limits. There is a higher percentage of nonwhites inside Southern Pines (about a third) than in Moore County (about 20 percent). The explanation is, instead, the larger homes in this area, able to accommodate larger families (it was noted in the land use survey and analysis that the larger and more extensive homes in the planning area are, indeed, beyond the corporate units) and the fact that childless couples - both young and old - would have no real reason to live outside of town, while the cheaper land available in large quantities and the ability to keep animals would appeal more to those with children. Too, farm families are often much larger than are those within corporate limits. However, these factors should not be the only ones taken into consideration in figuring the household size in the one mile unincorporated area immediately peripheral to the town of Southern Pines. Closeness to a town minimizes the effect of some of the factors discussed above and brings others into play. This area is more urban than is strict countryside. Thus, the household population may be somewhat lower, closer to the configuration observed in town.

To adjust for these factors and arrive at a figure by which to multiply housing units and arrive at an estimate of the current

population for the unincorporated one mile area, an average of Town and County housing densities was taken. The result is 3.39. This factor is multiplied by the number of housing units counted in the area to arrive at a present population of 2,783.

This population estimate is used as a base in a projection for the population of the presently unincorporated portion of the planning area for the year 1985. In making this projection it was considered that the area will probably increase in popularity as a retirement area for those who (in a manner similar to those who now inhabit the area) wish to build large homes in pleasant surroundings close to town but beyond its limits. Also, this area will no doubt increase as an area of horse farms and training stables. Seasonal vacation homes will also continue to increase. It can probably be assumed that percentage increase in population will equal that in Southern Pines. Many of the advantages to be found outside of the town are some of the main attractions of the area, and it certainly can be expected that great growth will take place there. Much of the development now existing beyond the corporate limits has taken place during the past five years. A population increase of 45% (equal to that expected in the Town of Southern Pines) or of approximately 1,250 people (or 370 dwelling units) would bring the total population in the presently unincorporated one area to about 4,000 people.

Because relatively little of the area outside the town limits (approximately 250 acres) is zoned for lots of 20,000 square feet in size, it is assumed that much of the planned development in the area will take place in the RA zoning classification. This means that lots must be at a minimum of 40,000 square feet - 200,000 square feet where animals are involved (both of these areas are shown as single family residential on the Land Development Plan. It is necessary to look at the zoning ordinance to see this differentiation. Those planning to buy lots should do so). It is projected that approximately 200

families will settle in the area where lots are a minimum of 20,000 square feet in size, thus making use of at least 100 acres, the approximate total of land to be found in the zoning ordinance in lots of this size. Of the remaining 800 dwelling units, it is assumed that 100 take the form of horse farms, using 500 acres of available land. The remaining 170 dwelling units are projected for lots a minimum of 40,000 square feet in size - or about 170 acres. It may be determined later in development of the one mile area that additional land should be zoned to the 20,000 square foot lot size category. If this were done, acreage used would of course be diminished.

An adjustment should be made for vacant and dilapidated houses. Because the current vacancy and dilapidation characteristics of the area are not know, however, it is impossible to make such an adjustment. The fact that these dilapidated houses exist should be borne in mind, however, as it will raise the projected acreage as these houses are replaced, probably on larger lots.

TABLE 1 - SUMMARY OF LAND DEVELOPMENT REQUIREMENTS FOR 1985
SOUTHERN PINES, NORTH CAROLINA

<u>CATEGORY</u>	1966 <u>EXISTING ACREAGE</u>	FUTURE <u>REQUIREMENT</u>	1985 TOTAL <u>REQUIRED</u>
Residential	687.3	+ 219.0	906.3
Commercial	49.9	+ 62.0	111.9
Industrial	18.4	---	18.4
Public and Recreational	444.1	+ 200.0	644.1
Open Space	<u>1,368.0</u>	<u>- 481.0</u>	<u>887.0</u>
TOTAL	2,567.7		2,567.7

TABLE 2 - SUMMARY OF LAND DEVELOPMENT REQUIREMENTS FOR 1985
UNINCORPORATED PORTION OF SOUTHERN PINES PLANNING AREA

<u>CATEGORY</u>	1966 <u>EXISTING ACREAGE</u>	<u>FUTURE REQUIREMENT</u>	1985 <u>TOTAL REQUIRED</u>
Residential	503.5	+ 270	773.5
Commercial	67.2	+ 40	107.2
Industrial	52.0	+ 100	152.0
Public and Recreational	562.1	+ 360	922.1
Open Space	<u>7,207.7</u>	<u>- 770</u>	<u>6,437.7</u>
TOTAL	8,392.5		8,392.5

TABLE 3 - ACREAGE PROPOSED ON LAND DEVELOPMENT PLAN

<u>CATEGORY</u>	1966 <u>EXISTING ACREAGE</u>	1985 PROPOSED <u>TOTAL ALLOCATION</u>
Residential	1,190.8	3,500
Commercial	117.1	230
Industrial	70.4	330
Public and Recreational	1,006.2	1,060
Open Space	<u>8,575.7</u>	<u>5,840</u>
TOTAL	10,960.2	10,960

COMMERCIAL LAND

To project commercial development in Southern Pines, it is necessary to use the 1965 estimate of current population (5,739), the 1985 estimate of population (8,296), and the percentage of increase of the one over the other (45%). Because trade is, as has been pointed out, completely dependent on people, its rise follows a rise in population. In very small towns this is not the case, due to the relatively high degree of initial acreage necessary to set up the rudiments of a commercial center, which would throw off any projection of future land use that was done without taking this phenomenon into consideration. Southern Pines is a large enough community, however, so that this fact is not of significance.

Retail trade and offices and services were projected together. It is assumed that the acreage they occupy will increase by 45% following the increase in population. Thus, in 1985, the total acreage will be about 70 acres, an increase of about 20 acres over the 1965 count. As has been stated, very little of this space will be found in the existing central business area. Instead, it will go into areas which are presently residential or into the outlying neighborhood shopping centers. To adjust for the fact that Southern Pines is the trade center of a growing area, a 10% figure, or 2 acres, is added to the new trade acreage, raising the total to 72 acres.

Trade in the unincorporated area will increase, but it is not projected to increase by as large a percent as will trade in the town. The reason for this is that shopping areas outside of town will be of the neighborhood commercial variety, meaning that only necessity goods will be purchased there. Southern Pines will continue to be the center of other shopping activity, as it is today. There will be a certain increase, however, due to the fact that there is not sufficient neighborhood shopping existing in the area to serve present residents. To this will be added a percentage to serve the future residents. An increase of 20% or about

11 acres is predicted in this acreage category, bringing the new total of retail trade offices and services to 81.2 acres in the unincorporated area.

Commercial land uses relating to motels and hotels cannot be projected based on existing town, or even on existing planning area, population, for they do not serve townspeople, but rather tourists. Thus, another method must be found for measuring this increase. Some relevant figures follow:

1. between 1948 and 1961, out-of-state tourist spending in North Carolina increased 176%
2. between 1948 and 1961, the number of trips to North Carolina increased 168%
3. between 1948 and 1961, sales and travel service in North Carolina increased 163%
4. between 1948 and 1961, lodging receipts in North Carolina increased 138%.¹

In other words, there has been an increase of an average of 160 percent in these travel-centered areas. This amounts to an average increase of about 12% for each of the 13 years between 1948 and 1961. These provide a basis for projections into the future. It can be conservatively estimated that this increase of 12 percent annually will continue for the motel and other service industries in Southern Pines. This can be done because it is common knowledge that Southern Pines is one of the prime tourist locations in the State of North Carolina.

Assuming, then, a 12 percent increase per year, or a 240% total increase in the next twenty years over current levels (17.0 acres in the town, 12.0 acres in the one-mile incorporated area), results are an increase of 40 acres in the town, for a total of 57 acres, and an increase of 29 acres for a new total of 41 acres

¹The source for these figures is Lewis C. Copeland, Tourist and the Travel Serving Industry in North Carolina (Raleigh: Travel Council of North Carolina, 1962), passim.

in the unincorporated area. This is no doubt a conservative estimate, but it gives some idea of the acreage that will be required for this use.

INDUSTRIAL LAND

It is difficult to predict an industrial acreage for the Southern Pines of 1985, as the town seems to have only recently realized that some types of industry are not detrimental to the town's image and instead add a good deal to both the tax base and the employment picture.

It is true that Southern Pines should be very careful of the type of industry allowed to operate in the area, because its image is very lucrative. However, as the town seems to have lately realized, industry is not in itself unattractive, is perhaps just as lucrative in its way as is the tourism and glamor of the Southern Pines image.

Although Southern Pines has been pictured as the home of the fascinating, chic, and very rich, 44% of its families are not rich at all - they make less than \$3,000 per year. Thus, any public-spirited resident of Southern Pines will be interested in attracting industry to the area to provide employment, just as would any town not so gifted with a glamorous image. It may be expected that development will certainly fill the industrial park (100 acres) discussed earlier in this report. It is also imagined that a good deal of the land designated PC (Public and Conservation) in the zoning ordinance will eventually be taken out of that category and developed for industry as the zoning board and townspeople realize that more land is, indeed, needed.

Development of this type will take place outside the current town limits, in the area designated industrial on the plan.

PUBLIC AND RECREATIONAL LAND

Increases in acreage devoted to public and recreational land uses should follow an increase in population. A 45% increase in

population in town should call forth an identical increase in public and recreational uses. Because these services have been established to be of adequate quantity and quality at the moment, there is no need to add into the projections any compensating factor. Further, because there is such a large amount of open space within town limits, it is not necessary to reduce the projected acreage due to the fact that there is not enough room. Thus, it is projected that by 1985 there will be 644.1 acres of public and recreational land use in Southern Pines - an increase of 200 acres over the existing configuration. Because golf courses have a rather unusual configuration, it is assumed that in the future they will be built outside the present corporate limits. This will be considered during the discussion of the one-mile adjoining the present corporate limits. Most of the additional 531 acres in public and recreational land use inside of town should be used for townspeople. The acreage devoted to parks and preserves, now one percent of the recreational and public land use in the town, should certainly be increased. Due to the low incomes of a large percentage of the population in Southern Pines, it is quite important to provide public recreation areas, and recreation that these people can afford. Golf courses and clubs do not, by and large, fit into this category. Town and community uses such as churches, cemeteries, and hospitals will no doubt also increase in size. These increases will probably be disproportional to the increase in the population within the town itself, for these uses serve those from the surrounding areas and from the County. Southern Pines is the center of a tourist area as well as the largest town in Moore County.

The development that serves more than the townspeople will in the future be located beyond the corporate limits. Those who design golf courses and clubs will have more choice as to available land. This is, in fact, the pattern that has been followed in recent years.

Because the golfing activity is so popular and attracts users from great distances, and because it is obvious from the demand

for these facilities than many more could be built and be assured of users, a great deal more of this land use is projected for the next twenty years. An increase of about 100 percent, or approximately 300 acres, would bring the new total to approximately 600 acres. This is not an exceptional acreage, for golf courses are very consumptive of space, and the type of country club developing in the area also takes up a good deal of land.

It is quite possible that the area devoted to parkland will also increase, for it was recognized in the discussion of the plan that to attract visitors, a park is often as necessary as is a convention area. Thus, 60 acres, the size of a large regional park or of a number of small parks, is added into the total of projected public and recreational land. A part of the area indicated as Open Space on the Land Development Plan will be used for park and recreation purposes.

OPEN SPACE

Open space land use constitutes a residual category. In other words, acreage devoted to uses in this category will decline as acreage devoted to other uses increases. This is true particularly of "forested lands" and "agricultural" categories. Because any residence where animals other than household pets are quartered is required by the zoning ordinance to be at least 200,000 square feet in size, it is expected that most of this development will in the future take place outside the existing corporate area, where land is cheaper. Thus, the current land in town devoted to "Horse County" - 9.5 - is expected to remain constant. It is quite possible that the land in the "water areas" category will increase, because there is a vogue for artificial lakes in the Southern Pines area. However, this increase..too, will probably be mostly outside of the corporate limits.

In conclusion, it is expected that the change taking place in this category will be a decline, compensated for the increase in land devoted to other uses. This effect is shown in Table 3, where the land in the category declines.

RESIDENTIAL DEVELOPMENT

Within the residential area indicated on the plan, there may be some areas not suitable for residential development; and likewise, there might be small area possibly suitable for limited residential development that are not indicated. To aid in determining the suitability of land for residential purposes in such instances, reference is made to the following locational standards.

Proposed residential uses should be compatible with other existing and proposed uses in the area. Proposed residential developments should be located only in those areas where adequate school facilities, recreational facilities, and fire protection can and shall be provided. Proposed residential development should be located only in those areas where the regulations set forth in the subdivision ordinance and zoning ordinance can be adhered to. Septic tank systems should be permitted only in areas where the town building inspector and the county sanitarian find the soils suitable for such systems. Residential developments should be discouraged in areas where slopes exceed 15 percent. Proposed residential sites should not be subject to flooding.

Single family and multiple unit housing areas and neighborhood units will be needed to expand residential opportunities in the Southern Pines Planning Area for the increase in population expected within the planning period. The dispersion of families beyond the existing corporate limits to the urbanizing fringe appears to be an established fact and likely to continue. Land will be needed for families vacating the older housing units and seeking contemporary dwellings in new residential subdivisions.

The new residential developments are using lower densities or more land per family. There is, however, beginning to be mounting interest and instances of medium density apartment and townhouse projects. With the increasing numbers of people in the older age groups there will be augmented demands for apartment units. This supply would also provide reasonably priced living space for young married couples and single persons.

It is obvious that the single family dwelling on an even larger parcel of ground will continue to be by far the predominant type of housing for the entire Southern Pines area. The older districts of large single family residences could be converted to more intensive uses or redeveloped into multiple unit housing or professional uses.

The planning of residential development can best be accomplished by the abstraction of certain compatible area units defined as neighborhoods. These homogeneous areas share common social, physical, and economic characteristics. A neighborhood may contain only a few hundred persons or a population of as many as several thousand depending on the densities and the physical boundaries.

The environment of the planned neighborhood should include a grade school, recreational facilities, indigenous churches and an inventory of housing for the families residing within the unit. The neighborhood is designed for the safety and comfort of its residents and vehicular traffic should be reduced to an absolute minimum thereby eliminating congestion and safety hazards. Vehicular traffic and pedestrians should be separated and through traffic circulation confined to the peripheral streets. The internal streets should be designed to provide access only to the residents and their guests.

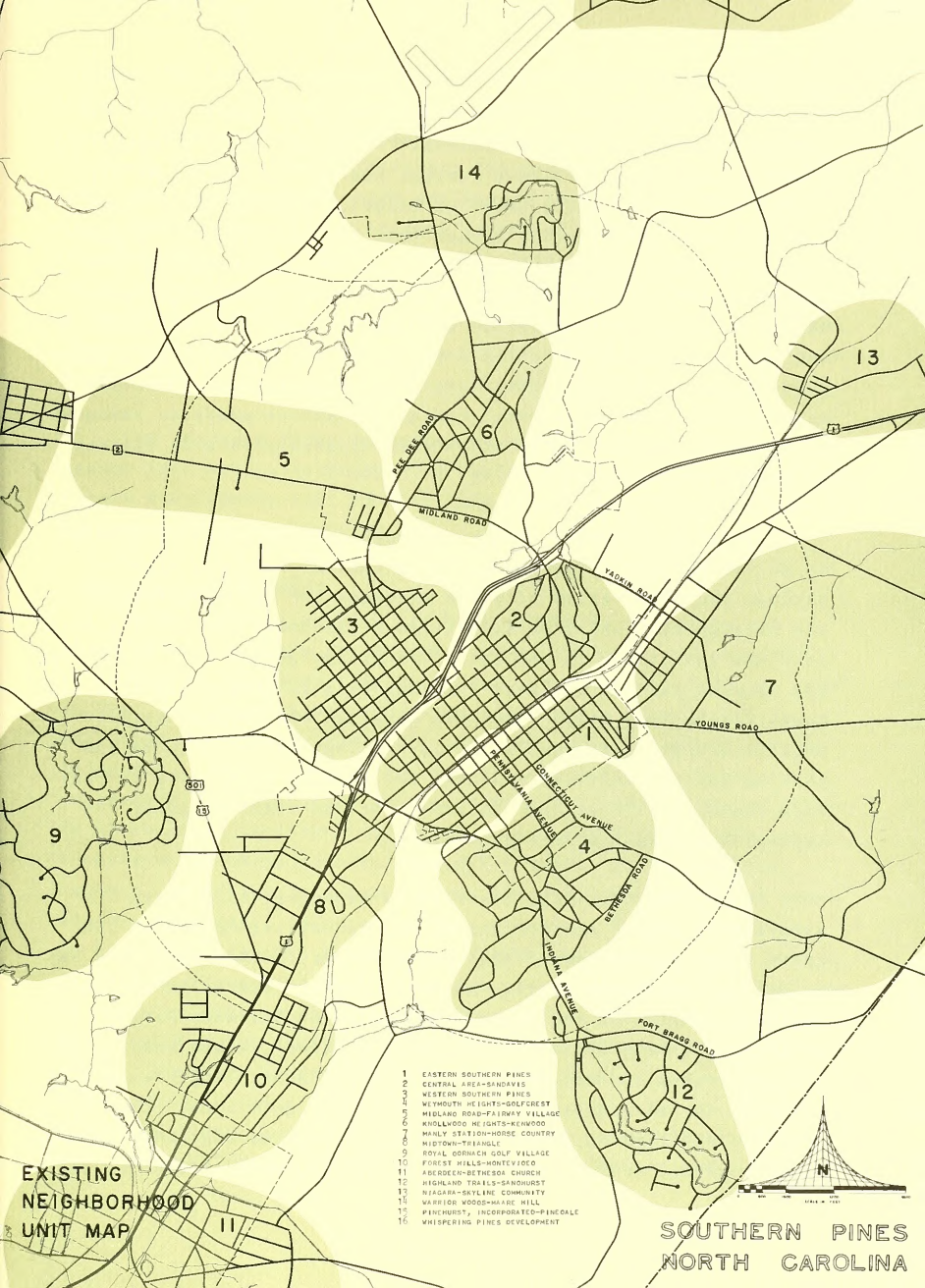
Neighborhood units should have definite boundaries formed by manmade or natural barriers to define the area and separate the surrounding land uses which may be incompatible. An elementary school should be located centrally for the safety and convenience of the children and as a focal point for the residents of the complex. Any other institutional uses or public facilities intended to serve the residents of the unit should be well sited at appropriate locations for the neighborhood and community. A neighborhood shopping center with services and goods required for daily living only should be located on the major peripheral streets and normally at the intersection of such streets.

In the Southern Pines Planning Area there are at least sixteen different units or areas which could be classified as incipient neighborhoods. Some have barely a hundred population while others probably exceed one thousand residents. Few of these selected clusters with common characteristics have the school, park or center but, nevertheless, these are the areas that are now or shall become the basis for the planned neighborhood unit.

The specific units which seem suited would be eastern Southern Pines, central Southern Pines including Sandavis, western Southern Pines, Weymouth Heights - Golfcrest, Midland Road - Fairway Village, Knollwood Heights - Kenwood, Manly Station and the Horse Country, Midtown in the US 1 and 15-501 triangle, Royal Dornach Golf Village, Forest Hills and Montevideo, Central Aberdeen Town, Highland Trails and Sandhurst, the Niagara and Skyline communities, Warrior Woods and the Community College, Pinehurst with Pinedale and the Whispering Pines development. These defined units are general in nature and vary in population, size and character, but are homogeneous within themselves.

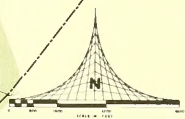
The future development of residential areas should be based upon the neighborhood unit concept. A few of the definite advantages to all concerned of planning developments by this method are: 1) a convenient and attractive environment; 2) children are able to walk safely to school and play; 3) sites for public facilities can be selected and purchased or donated in a coordinated manner with the total development of the neighborhood; and 4) pattern of roads and thoroughfares in the neighborhoods can be designed for the ultimate development expected in each area. The major streets must be routed around the perimeter of the neighborhood unit while the minor streets discourage through vehicular traffic.

Public buildings and apartments should be sited to form a transition from the single family residential dwellings, and a neighborhood shopping center on the major street with accessibility to the adjacent neighborhoods is desirable.



**EXISTING
NEIGHBORHOOD
UNIT MAP**

- 1 EASTERN SOUTHERN PINES
- 2 CENTRAL AREA-SANDRIVES
- 3 WESTERN SOUTHERN PINES
- 4 WINDMOUTH HEIGHTS-GOLF COURSE
- 5 HIGHLAND ROAD-FAIRWAY VILLAGE
- 6 HOLLWOOD HEIGHTS-KENWOOD
- 7 MANLY STATION-HORSE COUNTRY
- 8 WESTON-TRIANGLE
- 9 ROYAL OGDEN GOLF VILLAGE
- 10 FOREST HILLS-MONTEVIDEO
- 11 REDOCH-BETHESDA CHURCH
- 12 HIGHLAND TRAILS-SANDHURST
- 13 NIAGARA-BAYLINE COMMUNITY
- 14 WARDER WOODS-WARIC HILL
- 15 PINCHURST, INCORPORATED-PINEGALE
- 16 WHISPERING PINES DEVELOPMENT



**SOUTHERN PINES
NORTH CAROLINA**

THE TOWN CENTER

The central business district is the main market place for the exchange of goods and services. It is the heart of town; the financial and administrative center; and the hub of retail activity. In addition the commercial district usually draws trade from an area considerably larger than the town itself. Concentrated in the central business district, the chain stores, specialty shops, professional offices, places of entertainment, banks, and restaurants provide the widest variety of merchandise and services available in the urban area. In contrast to a shopping center, the diversified ownership of buildings and retail establishments in the central business district produces maximum competition between stores which offer customers a wide variety of goods and services.

Future development of the central business district should be guided by protecting the existing central business district through the application of sound planning and zoning principles, and through developing an attractive environment that will stimulate new investment in the area. Encourage growth of a convenient and compact central business district that is accessible from all parts of the community. Make the physical environment safer, more attractive, and more convenient. Improve circulation and parking and provide better access and loading facilities for service vehicles. These are all important and feasible goals for central business district development.

The central business district in Southern Pines, with its established number and variety of stores and services will continue to be the center of business activity in the urban area as it has been for many years. While it is not located in the geographical center of the three urban areas of Southern Pines, Aberdeen and Pinehurst, as a business district should ideally be, area residents and merchants will benefit from a large central business district that is concentrated in a core rather than a strip of development along the highway. Located together, compatible retail activities benefit by generating business for each

other. They have a higher interchange of customers than they would have at isolated locations. Efforts should be made by municipal government and businessmen to create a healthy retail shopping district by: Eliminating incompatible land uses, installing public improvements that are needed to stimulate merchants and property owners to undertake remodeling renovation, and new construction. Also significant are: improving vehicular and pedestrian circulation, providing convenient off-street parking with convenient pedestrian access to stores, and creating a pleasant atmosphere by improving the appearance of public and private property.

The Southern Pines downtown commercial area contains little vacant land and is surrounded by residential use, therefore, future development will have to take place on parcels that may be currently in residential use.

COMMERCIAL DEVELOPMENT

In any community there are both extremely desirable and undesirable locations for business uses. If they are situated in desirable locations they will prove to be an asset to the community, and conversely where commercial uses are permitted to locate in undesirable locations, they may create serious traffic congestion, reduce surrounding residential property values, and in general be a liability to the community. Unfortunately, there is no absolute division between what may constitute acceptable locations for these various commercial uses. It is possible, however, to define in general terms the major desirable and undesirable locational factors and then use these factors as guides in selecting suitable locations. Before this can be done, though, it must be recognized that there are several major classifications of business uses in the Southern Pines urban area. The Central Business District includes such uses as department stores, variety stores, hardware stores, clothing stores, jewelry stores and other business and offices normally having a relatively small amount of floor space and a large volume of pedestrian traffic and accessibility to vehicular circulation. Office and professional

land uses are found in and around the central business district. The major activities and uses that are normally found in this category are those of professional offices and personal services.

Shopping center business uses range from a concentration of a few neighborhood business establishments, catering to the surrounding residential areas, to planned shopping centers with pedestrian malls and many large stores that serve nearly the same function as the central business district for the entire regional trade area.

Highway commercial uses are those business establishments which cater mainly to motorists and travellers. The uses include motels, restaurants, drive-in-theatres, service stations, drive-in cafes and similar automobile oriented business uses.

The major locational factors that should be considered in selecting business locations follow: Business uses should be easily accessible from thoroughfares, with entrances and exits situated so as not to create traffic congestion. Ample off-street parking facilities for employees and customers should be provided. Business uses should be located only in those areas where they will be compatible with and not adversely affect the character of the surrounding neighborhood. Business uses should definitely be located near the geographical center of the residential area they serve and therefore satisfying customer conveniences. Commercial centers must also be located in areas where the municipality can provide water and sewerage facilities, fire protection, law enforcement and refuse collection.

There has been a concentration of neighborhood business uses in the western section of the Town of Southern Pines for many years. Within the last few years the neighborhood type of business use has diminished, being replaced by business uses that are not neighborhood oriented. Since off-street parking is extremely limited the area is often congested with automobile traffic.

The residential and business structures in this area are beginning to need repair. In some instances, repairs have been made but in many other cases it is obvious that needed repairs have not been made. There is need for a neighborhood business shopping center in this section of the community and this particular area is the most suitable location for such a center. The present size of the business area is adequate, but the structures need to be rejuvenated and made more eye appealing with off-street parking provided for employees and customers.

A proposed neighborhood shopping site is located north of the central business district at the intersection of old US #1, North and Yadkin Road. It is questionable if there is sufficient population in the Manly area at the present time to make a neighborhood shopping facility financially feasible, but if the area develops such a facility may well be needed.

A form of neighborhood shopping center is existing on Midland Road just beyond the zoning jurisdiction. Several businesses are in operation in this area, however, they are not functioning as a useful neighborhood shopping center. The location of this business area is suitable as it is in close proximity to the high value residential areas of Midland Farms, Pinehurst and Pinedale.

Another proposed site is on NC 22, North, near the Southern Pines-Pinehurst Airport. Currently there are no businesses in this section of the community. With substantial residential development taking place in the Whispering Pines and Warrior Woods development and with existing residential development in Knollwood and Kenwood this area is quite suitable for neighborhood business. The vacant site beyond the airport property is suggested as a proposed location. An alternate to the airfield site would be one near the entrance to the Whispering Pines residential and recreation development. The Sandhills Community College would be served by these sites. The surrounding area is now mostly vacant but this area will likely be developed within a few years. A neighborhood shopping center site should be reserved, preferably at the intersection of the two thoroughfares.

New commercial uses in the Southern Pines area should be required to conform to reasonable locational standards. Existing uses should be encouraged to make the necessary improvements to conform to such standards to eliminate or at least reduce their adverse effect on the surrounding shopping facilities and residential area. Off-street parking for employees and customers should be provided for all proposed uses. The sites for neighborhood-serving businesses should be on major streets in locations where they are easily accessible both by foot and by automobile. The number of street entrances and exits should be controlled, as should such things as the distance from corners, the width of curb cuts and the distance between curb cuts. Only neighborhood business uses should be permitted to locate in these areas. Buffers, in the form of mature landscape planting should be provided between a neighborhood business area and its off-street parking and adjacent residential areas. Neighborhood business uses should be permitted only in areas where the municipality can provide all the governmental services.

Highway commercial uses consist mainly of those uses that cater to the tourist. The uses in this category consist of motels, restaurants, service stations, and similar uses. In Southern Pines there are many such uses and the number is increasing substantially each year. At the present time most of the uses are scattered along US #1 South of the bypass between Southern Pines and Aberdeen. Obvious incompatible activities, whether residential, commercial, recreational, institutional, agricultural, or vacant land can constitute a conflict of land use with a well-developed highway commercial area. The budding commercial area should be protected from such uses. On the land development plan locations have been identified as suitable for highway serving businesses.

The proposed highway commercial area is sited along US #1 South of the town where the existing uses now are predominantly in this general category. This location is suitable for additional highway serving business uses; however, such development should not be permitted to spread in an uncontrolled linear fashion north along US 15-501.

Another possibility for a smaller highway commercial strip would be on old US #1 North beyond the present corporate limits at Manly. This particular area is suitable for the existing highway serving business uses, service stations, contractors' offices, restaurants, etc. However, because of the increasing congestion in this area it should not be greatly enlarged.

The major standards for highway commercial uses are that sites must be located near the intersection of major thoroughfares but only in areas where proper consideration can be given to highway safety, roadside beauty, and the general welfare of adjoining uses. Uncontrolled linear development must be prohibited. Off-street parking for customers and employees should be provided for all uses. Only highway serving business uses should be permitted in the areas mentioned. Buffers of dense landscape should be provided between highway serving business areas and residential areas. Septic tank systems should be permitted only in areas where the town building inspector and County Health Officer find the soil to be suitable for such systems.

INDUSTRIAL PARK

For many years there was virtually no industry in Southern Pines and the image of the mid-south resort as a recreational, tourist and retirement town was uncomplicated by any form of manufacturing activities. Then came the Carolina Soap and Candle Makers which has now grown into a large firm headquartered in Southern Pines and widely known throughout the nation. Recently, a half dozen other progressive industrial plants of the quiet and clean variety have located in the area. Industrial plants provide employment, share in the financial support of utilities, pay taxes and distribute income to workers who spend their money locally. Land suitable for industrial uses should be available for desirable firms, thereby expanding and diversifying the economic base of the community.

Proposed industrial sites should be protected from encroachment by incompatible nonindustrial uses. This is as crucial as

protecting a residential area from industrial uses. The site must have adequate access to highway and railroad for the movement of goods and the travel of personnel. Proximity to major thoroughfares and divided highways will reduce the time employees spend traveling from home to work. Adequate water and sewage facilities, fire protection, electric power, and natural or artificial gas if required, should be available at the site and in sufficient amounts to meet the individual and collective industrial demand. Sites should be well drained, capable of bearing heavy loads and reasonably level. The land must be able to accommodate accessory uses, employee and visitor off-street parking and room for landscaping and later plant expansion.

In case the industrial plant site adjoins a residential neighborhood, measures must be taken to protect the adjacent property by creating landscaped buffers or initiating some other control devices.

There is an active Industrial Development Committee appointed by the Town Council in Southern Pines. The purpose of the group is to attract and cooperate with prospective industrial firms if they are considered to be desirable to the community. The Committee has neither town funds to spend on their activities nor authority to offer any tax relief or other subsidies. The members of the group should be familiar with the long range land development plan proposals as well as the land uses permitted in the zoning ordinance. The size, space, setbacks, sideyard, height, parking and loading requirements therein have been designed to insure compatibility within the industrial park complex and with the other land.

OPEN SPACE AND RECREATION

Under the Open Space Land program administered by the U.S. Department of Housing and Urban Development, Southern Pines, Moore County, or even a regional planning commission or recreational organization with the authority to acquire and preserve land may receive a federal grant of fifty percent of the cost of land

acquisition and improvement. The Southern Pines community could achieve a significant benefit from this program by providing the historical Shaw House with a vista and landscaping at the entrance to the town.

There are tremendous possibilities under the Open Space Land program for the community to obtain needed land for parks, playgrounds, soil conservation and a system of green belts around the urbanizing area.

Any land in the urban area qualifies if it is of value for conservation, scenic, historic preservation, or recreation purposes. However, land must be needed and used in a unified and coordinated official open space program which is a part of the comprehensive planned development of the urban area.

Recreation is a vital force in modern society, an element that invigorates the spirit much as it refreshes the body. The State has shown a continued awareness of its importance for full community living and the public has demonstrated a corresponding eagerness to use every opportunity provided.

The well balanced recreation program should involve most residents in one way or another. Its purpose is to assist individual development through constructive, enjoyable activities. The role of the town is to acquire, develop and maintain parks and playgrounds and to administer a public recreation program. The program should serve all age groups and both sexes, different races and all income groups. The comprehensive program should be conducted throughout the year at indoor and outdoor centers, serving all areas of the community.

The recreation area should present a pleasing appearance, both from within and without, even if only limited space is available for planting and other decorative features. Long range plans for park acquisition and improvement should be prepared. These serve as a guide to local authorities concerned with the improvement of recreation facilities in the area.

One major locational standard should be that recreational sites be founded near the geographical center of areas they serve. Owing to the availability of land and the low value of many existing structures, finding space for this purpose in various sections of town should not be difficult. Land adjoining the proposed consolidated school would appear to be especially suited for recreational development in years to come. As the population of the town increases Southern Pines should consider employing a parks and recreation director and staff qualified by education and experience to serve in the planning and management of this program. The town might also profit by utilizing the wide range of technical services that are available through the North Carolina Recreation Commission in Raleigh, and the new campus of Sandhills Community College.

IV. IMPLEMENTATION

There are numerous methods available for implementing portions of this land development plan, but unless the local citizens, individually and collectively, support this plan for community-wide improvement, the desired results will not be achieved. It is therefore suggested as an initial step toward implementation that this plan be widely publicized in an effort to inform the local citizenry of its merits and objectives. If there are elements of the plan that are not acceptable, they should be changed to be made acceptable provided that the changes will not destroy the overall plan concept. The important thing is to have a soundly-conceived development plan to guide the growth of the Southern Pines community.

Once this is accomplished, the community can begin charting a course that will lead to the fulfillment of the plan. There are certain legal tools such as zoning and subdivision regulations, but the plan needs to be backed by public interest and support to the degree that local organizations, as well as private citizens, will attend planning board and council meetings to defend the plan when it is being challenged. Without this support, the plan may, in the course of time, be amended until it loses its cohesiveness; or the limited tools available for implementing portions of the plan will either not be adopted or if adopted, generalized and amended to the point that they will not be meaningful.

The appointed Planning Board must meet collectively at a regularly scheduled time and place if the community is to be informed and participate in the formulation and effectuation of any future plans. There should be an agenda published and the citizenry invited to attend. Expression of their individual and collective opinions would reduce criticism of Planning Boards and Town Council action at public hearings on various matters.

Municipal planning boards have no legislative authority under the general enabling laws of the State of North Carolina. The members of the board residing within the corporate limits are appointed by the Town Council while those from the one mile extra-territorial jurisdiction are chosen by the County Commissioners. The primary purpose of the planning board is to act as an advisory group to the Town Council and to insure the implementation of the general land development and community facilities plans.

There are many individuals and groups in Southern Pines that must share in the civic responsibility of supporting and promoting all the phases of the planning process. The Town Manager, Town Clerk, Town Attorney and Building Inspector will be called upon by the citizens continually to inform, advise, interpret and enforce the proposals set forth in the plan. The elected Town Council, the Planning Board, Board of Zoning Adjustment and the Beautification Commission will similarly need to devote substantial amounts of time and effort to their responsibilities in the planning process.

In Southern Pines there are several quasi-public bodies which can augment the effectiveness of the planning projects in their own related operations. The resort advertising committee, public housing authority, industrial development committee and the good neighbor council should be aware of the total impact to be derived from supporting the plan.

Southern Pines is fortunate to also have several private organizations which would do well to participate in the implementation of the planning proposals. The garden clubs, historical association, civic clubs, and the Sandhills Area Development Association should all be actively concerned. Civic betterment groups, such as the Kiwanis, Rotary, Lions Clubs and the Junior Chamber of Commerce must keep aware of plan implementation progress and contribute whenever possible.

There are other significant agencies and offices directly related to the governmental function of planning in the Southern Pines vicinity. The County Board of Commissioners, the Sandhills Community Action Program, Board of Education, Trustees of the Library, Board of Directors of the Hospitals, the Health Department, Civil Defense Director, County Sanitarian and the Registrar of Deeds together with the Moore County Planning Board can all contribute, on occasion, to the implementation of this Plan.

ZONING

The zoning ordinance is perhaps the most essential tool for implementation of the Land Development Plan in any urban area. By this legal means for guiding private development, an orderly and desirable pattern of land use can be achieved, both within the corporate limits and in the one mile extraterritorial area. Development occurs through individual projects planned and effectuated by many different people. The Southern Pines Zoning Ordinance contains provisions for regulating the use of land, the size of lots, setbacks, sideyards, and the height and bulk of structures. In addition it establishes indirect limitations on the population density in the community.

The objective of zoning is to arrange the pattern of land uses in an orderly manner to insure that the welfare of the entire community will be served and that each of the various types of uses shall be protected from the detrimental influence of incompatible uses. Zoning must be reasonable, uniform in its application, and within the bounds of legal authority. The zoning district map of the community must be based on the comprehensive land development plan and provide for the health, safety and welfare of the general public.

The zoning ordinance allows changes to be made in the official zoning district map on recommendation of the planning board and approval by the Town Council. It also allows for minor variances and exceptions to be made in recognized hardship cases

by the Board of Zoning Adjustment. Any zoning amendments that are made should either conform to the adopted land development plan or in no way violate its intentions. All new uses or changes in zoning should be viewed with objectivity in considering their location and demand on utilities and services as well as the effect of the proposed use or change on the surrounding townscape and the whole community.

SUBDIVISION REGULATIONS

The urban area develops as individual tracts of land are subdivided. When streets are laid out and land is broken up into lots, the pattern of town becomes established for an indefinite period of time. Once land is subdivided and development takes place it is nearly impossible to change. Many of the problems that arise when raw land is converted to new residential, commercial or industrial uses are related to street, lot design and utility installation. Many of the existing development problems in the community could have been avoided when the land was being subdivided.

Since the subdivision of land involves expenses for the installation and maintenance of public facilities as well as income in the form of taxes for the municipality for many years, it is the responsibility of the local government to insure that subdivisions being added to the town conform to an orderly plan for urban land development.

A subdivision regulation is an effective legal instrument devised to insure that raw land is transformed into properly designed subdivisions. The regulation is designed to implement the long range physical plan. The prevention of substandard development that may result in slums and blight and the establishment of adequate and accurate records of land subdivision are basic advantages derived from enforcing the locally adopted subdivision regulations.

The provisions of the subdivision ordinance provide a community with the opportunity to insure that new residential neighborhoods land developments are properly designed and thus will be an asset to the municipality. The layout of the subdivision must fit in to adjacent and existing developed areas as well as anticipated future ones. The rational justification for the control of subdivisions is the protection that is consequently afforded to the health, safety and welfare of the general public.

The physical objectives are the coordination of plans with the adopted thoroughfare plan, the assurance of minimum and adequate rights-of-way for streets as well as safe curves, grades and intersections, and lot sizes that make possible the safe operation of septic fields and thus protect water supplies from contamination.

The subdivision ordinance for the Town of Southern Pines and the one mile extraterritorial jurisdiction requires the submission, review, and approval of each and every subdivision proposed for recordation in the planning area.

CODES AND ENFORCEMENT

Building codes define standards for structural strength and establish criteria for fire, safety, plumbing and electrical installations. However, the building code does not require that all residential construction include these facilities as the housing unit is built. It merely directs that if sanitary fixtures and electrical wiring is utilized that it will be up to the accepted standard and installed in an specified manner as approved by the inspector. The building code pertains to new structures rather than existing ones and as a consequence it is ineffective in controlling or eliminating some of the deplorable conditions in the older residential areas.

Housing codes apply to both the new construction and that which is existing. An adopted housing code in the municipality

would affect both occupied and vacant dwelling units, but not the accessory buildings detached from the principal structure if it is not primarily used for human habitation. The housing code does specify adequate standards requiring heating, lighting, plumbing, ventilation and space per occupant.

The Town of Southern Pines has hired a full time Building Inspector to enforce the building code as well as insure that the zoning ordinance is complied with in all new construction within the corporate limits and one mile extraterritorial jurisdiction. The municipality must also adopt and enforce a minimum housing ordinance to maintain certification of its Workable Program, a prerequisite for federal aid with the public housing program.

PUBLIC IMPROVEMENTS

A public and capital improvements program is a long range study to identify required and desirable capital improvements in the community. The program is part of the planning process and an orderly approach for coordinating projects, estimating costs and analyzing financing. The improvements program sets priorities on proposed projects recommended by the land development and community facilities plans.

The scope of the programming effort includes significant and relatively permanent items such as streets, water supply, treatment plant, distribution system, sewer lines, sewage treatment, refuse disposal, storm drainage, park land, property acquisition, public buildings, recreational facilities, fire apparatus, municipal trucks, police cars, cemetery sites and various other municipal real estate and equipment items. The items proposed are reviewed in conjunction with anticipated revenues, assumed expenditures and the ability of the municipality to utilize an appropriate share of bonded indebtedness.

The projects scheduled for construction are arranged by year and in priorities with an estimated cost and the method of financing. The program should be reviewed and refined annually and included in the capital budget for each fiscal year.

The municipality is faced with the continual problem of providing new facilities and replacing or expanding old and inadequate items on the public inventory. The timing and financing must reflect creative thinking and positive decision-making in the community. The public and capital improvement program has considerable advantages to the town by calling attention to needed community facilities, informing the public of specific proposed project plans, and creating interest in long range improvements, coordinated fiscal analysis on a recurring basis, and the prevention of wasteful and overlapping projects.

WORKABLE PROGRAM

The Workable Program in a town is a basic requirement for certain Federal grants administered by agencies of the Department of Housing and Urban Development. It is a community plan of action to eliminate slums and blight and to encourage local development. It uses both private and public local resources. Congress has provided that certain Federal aids to communities shall be conditioned on the efforts of those communities to help themselves by actively carrying out a locally-adopted program.

There are seven interrelated elements that make up a Workable Program. These are: (1) Codes and ordinances (2) Comprehensive plan (3) Neighborhood analyses (4) Administrative organization (5) Financing (6) Housing for displaced persons and (7) Citizen participation.

The progress that a town makes on its Workable Program is reviewed annually by HUD prior to recertification of its Workable Program for the year ahead.

BEAUTIFICATION IMPROVEMENTS

A local program in Southern Pines to actually acquire land and construct beautification improvements could be implemented with the financial aid of a federal grant of up to one-half of the total cost. To meet the minimum qualifications of this program

the Town must have a plan with a statement of overall scope and objectives, a description of the organization for putting the program into effect and a summary of present and proposed activities with their estimated costs and completion schedules.

The program should identify other adopted and proposed measures to support the comprehensive beautification effort as well as those items eligible for federal assistance. A few of the eligible projects include the development of parks, pedestrian malls, public squares, landscaping areas and some outdoor recreational facilities. The grants must go toward a long term and significantly beneficial project involving both public and private resources. The parks and parkways beautification committee appointed by the Town Council of Southern Pines could work jointly with the planning board in preparing such a program and qualifying for these grant funds.

REDEVELOPMENT

Efforts by local municipalities to prevent, reduce and eliminate urban blight are eligible for financial assistance from the federal government. Removal of the factors and symptoms causing the decay and spread of blighting conditions is a complex problem and worthy of spending much time and money to correct the situation in the best interest of the general public welfare. Allowing these conditions to exist and later flourish is merely inviting a multiplication of the problem.

The basic elements of a well organized program should focus on the conservation of sound structures and neighborhoods and the rehabilitation of deteriorating ones. Those buildings that are substandard and unsafe for human habitation must be cleared and replaced for the good of the individuals and the community.

Project execution activities include land acquisition, relocation of any displaced occupants, demolition operations, improvements installation, planning contracts and the resale of the land

to private developers. The municipality must have a certified Workable Program to qualify for federal grants and loans for redevelopment from the Department of Housing and Urban Development. The Federal Government will pay 3/4 of the net project cost of a redevelopment project. The community's share of the cost can be "paid" in improvements made in the redevelopment area, such as streets, water and sewer lines, school construction, etc.

The State of North Carolina empowers any incorporated towns to create a commission to explore the opportunities for redevelopment of any areas where it is deemed necessary and feasible. This agency can have plans prepared and recommend an action program of redevelopment in the municipality through the local governing board, utilizing federal financial aid. The Southern Pines community and Town Council should avail themselves of the available techniques to show their dedication to the elimination of slums and the prevention of blight in the private sector of the economy.

The municipality and the entire community can benefit from a redevelopment program by the elimination of slum housing and blighted areas while replacing these with income producing real estate which will increase tax revenues to the town. Property values will also be preserved through conservation of sound structures and the halting of further deterioration of the physical environment. There are social benefits which will result from the physical and economic stimulus of a redevelopment project in the urban community. The areas of the highest concentrations of disease rates and criminal activity are eliminated or reduced while a sense of progress and betterment are taking place.

PUBLIC HOUSING

There is a rent level below which the private sector of the economy cannot produce standard shelter at a fair profit. Unfortunately, this void in the housing market has been filled through the years by slum dwellings. However, low rent public housing now provides decent and sanitary shelter for those economically disadvantaged individuals and families who qualify and could not afford standard private housing on their income.

Low rent public housing does not compete with the standard housing in the private market, however, it is in direct competition with slum dwellings. In fact, there is certification required from the local Housing Authority that a definite need exists for the project and that there are insufficient standard dwelling units in the area. There is an active Housing Authority in Southern Pines progressing on a project to construct one hundred housing units on two sites within the town.

The local board is progressing on site plans, working drawings, land acquisition, and property appraisal with the aid of their executive director, architect, board of realtors, landscape architect and legal counsel. After completion of construction, the autonomous local authority will manage and maintain the projects and administer their use. The board will set rental fees, accept tenants, set policies and make payments in lieu of taxes to the town.

The sites of the two housing developments are located generally in the central section of the urban area and within the corporate limits of Southern Pines. Sixty units are proposed in a sloping pine tree grove near the cemetery and the armory next to the bypass. Forty additional units, including some designed specifically for the elderly, are planned for an area between an area of recently built homes and a deteriorating section near the bypass and the central business district.

It is extremely important that upon occupancy of the anticipated public housing units that as many as possible of the deteriorated and dilapidated structures be razed in a timely manner. This procedure can be accomplished with discretion. It will greatly reduce slum conditions. This is an effective method of bettering the living conditions of the low income group and at the same time improving the physical environment of the community.

A favorable evaluation of the program after it has been in operation for a reasonable time might well indicate the feasibility

of additional units to replace more substandard housing. There are several suitable sites appropriate for this use in the community.

COUNTY ZONING AND PLANNING

Moore County has recently appointed a planning board and board of zoning adjustment. A zoning ordinance has been adopted and an administrative official of the county delegated to enforce its provisions. Although the majority of the county is decidedly rural in character and not developed to any great extent, the document is comprehensive in nature and can be used in any foreseeable zoning districting of the county. Presently it is in force around the Community College and Pinehurst - Southern Pines Airport. Other residential areas in the periphery of the Southern Pines extraterritorial zoning area are being considered for extensions of this zoning protection.

Southern Pines has indeed been fortunate in the past development of the town. The early plan directed growth in an orderly pattern and conscientious citizens have protected this by later enforcing meaningful standards through zoning. However, uncontrolled marginal development and tasteless mistakes have occurred beyond the town and beyond the control of private deed restrictions.

Aberdeen has expanded both commercially and industrially without the aid of planning or extraterritorial zoning to protect the property owners and residents within and beyond the town.

Pinehurst is an exceptional example of private environmental design. The early circular road pattern and extensive landscape planting was coupled together with deed restrictions and a set of definite goals. Pinehurst is an ideal model of the family corporation village with a unified economy of recreational resort and retirement homes. Although Pinehurst, Incorporated lacks the powers of a municipality in zoning, it has compensated for this by deed restrictions and extensive land ownership.

Other surrounding settlements have had, are having and certainly will continue to encounter various land development and community facilities problems, particularly those beyond the Southern Pines planning area. These would include Manly, Pinedene, Kenwood, Whispering Pines, Highland Trails, Pinedale, Wedgewood, Warrior Woods and the Country Club of North Carolina.

The regional community of the Sandhills vicinity surrounding Southern Pines - Pinehurst desperately needs to combine forces and resources and establish a unified planning and development effort. Existing state enabling legislation provides for combinations of two or more municipalities or counties to undertake just this sort of effort. In fact, it has been done in the case of the Research Triangle Regional Planning Commission which has a permanent professional planning staff. They work at the regional level in cooperation with the city and county planning and zoning boards in Raleigh, Durham and Chapel Hill and Wake, Durham and Orange Counties.

It is imperative for the mutual benefit of the Southern Pines community and the Moore County Sandhills regional area that early consideration be given to cooperatively setting up professional planning staff and an office to serve the planning needs of the diversified, but yet still homogeneous Sandhills region. Financial resources in the County permit this approach to be feasible whereas it would not be realistic on an individual community basis.

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